

Message Text

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USCINCEUR
CINCLANT
CINCUSAREUR
CINCUSNAVEUR
CINCUSAFE
USNMR SHAPE
USLOSACLANT

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 4278

E.O. 11652: GDS
TAGS: MARR NATO
SUBJECT: RATIONALIZATION OF LOGISTICS: PROPOSED NATO
LOGISTICS ORGANIZATION

REF: A. STATE 174826
B. USNATO 3966
C. LONDON 11682
D. USNATO 4223

BEGIN SUMMARY: IN SETTING UP PROGTAM FOR PROPOSED VISIT
TO EUROPE OF DR. JOHN J. BENNETT, WE HAVE PROCEEDED ON
ASSUMPTION THAT PROPOSAL FOR A LOGISTICS FORUM IS TO BE
PRESENTED IN THE CONTEXT OF GENERAL NATO MOVE TOWARD RATIONALIZATION
AND STANDARDIZATION (REF D). WE SHOULD AVOID WE BELIEVE, AND
APPEARANCE OF WARMED-OVER US INITIATIVES LIKE THAT WHICH LED TO
THE EXPLORATORY CONFERENCE ON PRODUCTION LOGISTICS UNDER
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CONFERENCE OF NATIONAL ARMAMENTS DIRECTORS (CNAD) DIRECTION,
WHICH HAS NOT PROVIDED DESIRED RESULTS. IN THIS VEIN, WE
PROPOSE POSSIBLE APPROACHES TO THE NATO COMMUNITY ON THIS BADLY
NEGLECTED AREA OF NATO'S DEFENSE EFFORT. END SUMMARY.

1. LOGISTICS PROBLEMS HAVE EMERGED AS CRITICAL NATO DEFICIENCIES IN SEVERAL RECENT REPORTS ON NATO DEFENSE POSTURE: AD-70, SHAPE FLEXIBILITY STUDY, NATO DEFENSE REVIEW, IMPROVEMENT OF ACE LOGISTICS POSTURE, RATIONALIZATION/SPECIALIZATION, ETC. GENERALLY THESE DEFICIENCIES ARE AN INHERITANCE FROM THE EARLIER NATO STRATEGY CALLING FOR MASSIVE NUCLEAR RESPONSE TO A WP ATTACK. WHILE CONVENTIONAL CAPABILITIES HAVE GRADUALLY IMPROVED IN OTHER STRATEGY, LOGISTICS AREAS HAVE RESISTED EFFORTS TO PROMOTE COOPERATION PRINCIPALLY BECAUSE OF THE INGRAINED DOCTRINE THAT QUOTE LOGISTICS IS A NATIONAL RESPONSIBILITY UNQUOTE. WE HAVE NOTED SACEUR'S STRONG SUPPORT FOR PROGRAMS WHICH WILL RAISE THE NUCLEAR THRESHOLD BY IMPROVING CONVENTIONAL CAPABILITIES, BUT THE LOGISTICS AREA, WHICH LARGELY DETERMINES THE CURRENT THRESHOLD, IS NOT VERY AMENABLE TO SACEUR'S DIRECT INFLUENCE BECAUSE THERE IS NO NATO FORUM WHERE LOGISTICS PROGRAMS AND PROBLEMS CAN BE TREATED AS AN ENTITY ON A CONTINUING BASIS AND WHERE PRESSURE CAN BE BROUGHT TO BEAR ON RECALCITRANT NATIONS; NOR IS THERE A LOCUS FOR DISCUSSION OF THE NEED FOR NATO AID PROGRAMS FOR ALLIED NATIONS OR ACE REGIONS WHICH CHRONICALLY CANNOT AFFORD TO MEET THEIR NATIONAL DEFENSE RESPONSIBILITIES.

2. THE MOST RECENT EFFORT BY THE US TO ACHIEVE NATO AGREEMENT TO A STANDING COMMITTEE FOR THE IMPROVEMENT OF NATO'S COOPERATION IN LOGISTICS STARTED IN 1967 AND, WHILE SEVERAL NATIONS SUPPORTED THE US INITIATIVE AND OTHERS COULD AGREE TO A TRIAL PERIOD, FAILURE RESULTED FROM ITALIAN INSISTENCE THAT QUOTE LOGISTICS IS A NATIONAL RESPONSIBILITY UNQUOTE (ITALIAN POSITION HAS NOW CHANGED IN VIEW OF THEIR FINANCIAL PROBLEMS). SOME HOPE REVIVED WHEN NAMSA IN 1970 HELD A CONFERENCE OF NATO LOGISTICS EXPERTS AND THEN ASYG FOR DEFENSE SUPPORT TYLER PORT (US) ATTEMPTED TO CAPITALIZE ON THE SUCCESS OF THE CONFERENCE BY INSTITUTIONALIZING IT UNDER THE AEGIS OF THE CNAD. REFLECTING THE LIMITED INTEREST OF THE CNAD IN GENERAL LOGISTICS MATTERS, MUCH EFFORT WAS REQUIRED TO CONVENE EVEN AN EXPLORATORY CONFERENCE ON PRODUCTION LOGISTICS (ECPL) IN 1972. CNAD THEN DECIDED AGAINST FURTHER MEETINGS OF THE ECPL UNTIL NATIONAL AND NATO AGENCY STUDIES ON INDIVIDUAL PRODUCTION LOGISTICS
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MATTERS INDICATED THE NEED. SYG REPORT OF NATO PROGRESS DURING 1974 (C-M(75)43) NOTED THAT THE STUDIES HAD NOT PRODUCED SIGNIFICANT PROGRESS. CNAD HAS SINCE INVITED NADREPS TO STUDY THE SUBJECT AND TO RECOMMEND THE EXTENT TO WHICH CNAD SHOULD INVOLVE ITSELF IN LOGISTICS MATTERS. THE NATO INTERNATIONAL STAFF WILL SHORTLY CIRCULATE A DRAFT REPORT FOR NADREP CONSIDERATION; THE TEXT INDICATES TO US THAT THE CNAD INITIATIVE WILL PROBABLY EXPIRE IN THE NEAR FUTURE. IT SHOULD BE NOTED THAT ALL EFFORTS TO DATE HAVE ADDRESSED PRINCIPALLY RESEARCH AND DEVELOPMENT AND PRODUCTION ASPECTS OF LOGISTICS. THE MORE EXTENSIVE LOGISTICS ASPECTS THAT WE TERM "SUPPORT OR CONSUMER LOGISITCS" WERE NOT ADDRESSED. THESE INCLUDE THE STORAGE, MOVEMENT, DISTRIBUTION, MAINTENANCE, EVACUATION, DISPOSITION OF MATERIAL AND OPERATION OF FACILITIES, AND

PROVISION OF SERVICES.

3. DESPITE NATIONAL FEARS THAT NATO MIGHT INTERFERE IN NATIONAL LOGISTICS PREROGATIVES, PROGRESS HAS BEEN MADE IN SEVERAL COOPERATIVE LOGISTICS PROGRAMS. UNDER INFRASTRUCTURE, POL STORAGE AND PIPELINES HAVE BEEN BUILT (PETROLEUM PRODUCTS IN THE SYSTEM MUST MEET COMMON SPECIFICATIONS) AND CURRENT EFFORTS POINT TOWARD IMPROVEMENT OF SAS SECURITY AND TOWARD BUILDING FORWARD STORAGE SITES FOR BETTER PREPOSITIONING OF WAR RESERVE STOCKS. WHERE NATO LOGISTICS AGENCIES HAVE BEEN ESTABLISHED THEY HAVE BEEN SUCCESSFUL. UNDER NAMSA, NATO ELECTRONIC SYSTEMS ARE MAINTAINED, AS ARE A SELECTED

FEW COMMON WEAPONS SYSTEMS. THE CENTRAL EUROPE OPERATING AGENCY (CEOA)

OPERATES THE POL SYSTEM IN FIVE EUROPEAN NATIONS FOR EIGHT USER NATIONS. THUS THERE HAS BEEN SOME SUCCESS IN QUOTE FEDERALIZING UNQUOTE FOR BRINGING ABOUT SOME CENTRAL NATO CONTROL OVER THE OPERATIONAL ASPECTS OF NATIONAL LOGISTICS RESPONSIBILITIES. IN ADDITION, THERE HAVE BEEN NATO MILITARY EFFORTS AT IMPROVED COOPERATION IN LOGISTICS BY THE MILITARY AGENCY FOR STANDARDIZATION (MAS) AND THE LOGISTICS COORDINATING COMMITTEE (MEETING UNDER SHAPE AEGIS AT TWO-STAR LEVEL). BOTH OF THESE AGENCIES HAVE PINPOINTED PROBLEMS AND PROPOSED SOLUTIONS BUT, WITHOUT NATIONAL COMMITMENTS TO COOPERATION AND A SINGLE AGENCY FOR FOLLOW-UP, AGREEMENT IS DIFFICULT TO REACH AND VIRTUALLY IMPOSSIBLE TO IMPELEMENT. (RECENT EXAMPLE: MAS STANAG ON AIRCRAFT REFUELING NOZZLE ADAPTOR NOT YET IMPLEMENTED.)

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4. THE RECOGNIZED NEED FOR IMPROVEMENT IN LOGISTICS COOPERATION THE SUCCESS OF SEVERAL INCREMENTAL APPROACHES TO COOPERATION, AND THE FAILURE TO INTEREST CNAD IN ESTABLISHMENT OF A FORUM TO FOSTER COOPERATION ALL POINT TO THE REQUIREMENT FOR A SEPARATE LOGISTICS ORGANIZATION IN WHICH THE OPERATIONAL PROBLEMS OF CONSUMER LOGISTICS CAN BE DISCUSSED AND BROUGHT INTO FOCUS IN RELATION TO FORCE PLANNING PROPOSALS. WE BELIEVE THAT NATO IS NOW MORE LIKELY TO BE RECEPTIVE TO EFFORTS TO CREATE SUCH AN ORGANIZATION.

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5. NATO'S CURRENT EMPHASIS ON RATIONALIZATION AND STANDAR-
DIZATION UNDERLINES THE REQUIREMENT FOR A NATO LOGISTICS FORUM.
SHORT TERM STANDARDIZATION IMPROVEMENT REQUIRES WORK ON INTEROP-
ERAABILITY, INTERCHANGEABILITY, MUTUAL SUPPORT, AND CROSS-SER-
VICING FOR WEAPONS NOW IN THE FIELD, AND CAN BEST BE ADDRESSED
BY LOGISTICS EXPERTS. IN ADDITION, IF PRESENT US EFFORTS SUCCEED,
THE NEW SPRING REVIEW WILL REQUIRE RESPONSIBLE BODIES TO REPORT
ON STATUS OF COOPERATIVE ASPECTS OF NATO DEFENSE (INCLUDING LOG-
ISTICS SUPPORT). SUCH BODIES EXIST FOR FORCE PLANNING, PRODUCTION
AND R&D, INFRASTRUCTURE, COMMUNICATIONS AND AIR DEFENSE.
THERE IS NO REPEAT NO SIMILAR PLANNING BODY FOR SUPPORT LOGISTICS,
AN AREA CENTRAL TO NATO'S CONVENTIONAL CAPABILITY. WE BELIEVE THAT
A "CONFERENCE OF NATIONAL LOGISTICS DIRECTORS (CNLD)" COULD FILL
THIS VOID.

6. WE ENVISION THAT A CNLD WOULD MEET AT HIGH LEVEL ON POLICY
ISSUES ONCE OR TWICE A YEAR. A SUBORDINATE BODY OF LOGREPS FROM
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RESIDENT DELEGATIONS WOULD MEET REGULARLY (PERHAPS WEEKLY OR
BI-WEEKLY) TO CARRY OUT ESTABLISHED POLICIES, TO PRESS NATIONS
TO IMPLEMENT THEIR COMMITMENTS, AND TO PROVIDE THE ANALYSIS OF
REQUIREMENTS FOR COOPERATION ON QUOTE CONSUMER LOGISTICS UNQUOTE
IN SUPPORT OF NATO FORCES. WE WOULD EXPECT THAT SUCH A CNLD
ORGANIZATION WOULD HAVE CLOSE TIES TO THE CNAD, SHAPE'S LCC, AND
TO THE CIVIL EMERGENCY PLANNING OPERATION TO AVOID DUPLICATION
WHILE ENSURING FULL COVERAGE OF THE SOMEWHAT RELATED TASKS.

7. WE REALIZE THAT A FULL-BLOWN CNLD WOULD NOT SUDDENLY SPRING
TO LIFE BUT, INSTEAD, NATIONS WILL DESIRE THAT THE POSSIBILITIES
BE FIRST EXPLORED BY AN AD HOC GROUP. IN THAT CASE, WE
WOULD SUGGEST THAT THE GROUP BE CHARGED AS FOLLOWS:

A. DEFINE THE NATIONAL RESPONSIBILITIES IN LOGISTICS MATTERS
AND THE REQUIREMENT TO STRENGTHEN THE INTERFACE BETWEEN THE NATIONS
AND INT'L AGENCIES.

B. EXAMINE THE POSSIBILITIES FOR IMPROVEMENT OF LOGISTICAL INTEROPERABILITY OF CURRENTLY DEPLOYED WEAPONS AND SYSTEMS.

C. STUDY IMPROVEMENT OF CROSS-SERVICING.

D. STUDY AREAS IN WHICH DEPRESSED STOCK LEVELS LOWER THE CONVENTIONAL THRESHOLD.

E. STUDY SOURCES AND PIPELINE TIMES FOR RESUPPLY DURING INTENSIVE CONFLICT. RELATE TO CIVIL EMERGENCY PLANNING/PLANNING BOARD FOR EUROPEAN INLAND SURFACE TRANSPORT (CEP/PBEIST).

F. STUDY POSSIBILITY OF CATALOGING PEACETIME SOURCES FOR REPLACEMENT OF CURRENT COMMON OR INTEROPERABLE WEAPONS (E.G., WHO HAS A PRODUCTION LINE IN OPERATION?).

8. WE OFFER THE ABOVE FOR WASHINGTON'S CONSIDERATION AND FOR DR. BENNITT'S POSSIBLE USE AS AN INITIAL APPROACH TO NATO STAFFS AND TO THE ALLIES. WE BELIEVE, HOWEVER, THAT WE MUST REMAIN FLEXIBLE AND ALLOW CONSIDERATIO OF MODIFIED OR ALTERNATE APPROACHES IN ORDER TO GAIN GENERAL ACCEPTANCE AND ACHIEVE THE DESIRED RESULTS WHICH REMAIN MORE IMPORTANT THAN THE MEANS. STREATOR

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